Best Practice Guidelines of Engaging with CALD

Culturally & Linguistically Diverse

Communities in Times of Disaster

Prepared by Sarah Wylie, Independent Researcher

Foreword

This report is part of a process initiated by the Community Language Information Network Group (CLING) established in Christchurch as part of the inter-agency framework for response to the Canterbury earthquakes. The purpose of the process is to learn from experience to date and to develop guidelines that can be used in the long process of recovery in Christchurch, as well as to assist agencies in other areas – central and local government as well as civil society organisations – to be better prepared to communicate with culturally and linguistically diverse communities in the event of a civil emergency. With the increasing diversity of our society, it is vital that government and community organisations have the necessary capability to communicate effectively with all their diverse communities, especially, but not only, in circumstances of civil emergency.

The key message of the report, compiled for CLING with the support of the Christchurch City Council by social researcher Sarah Wylie, is that "if you want to communicate well with CALD communities following disaster, don't wait until something really bad happens. Get to know them now – build a relationship with CALD communities based on mutual trust, respect and understanding".

The Human Rights Commission acknowledges the work of CLING and all the agencies and individuals that have contributed their experience to this report. It is only a step in the process – there is an ongoing need to distil the experience into the best possible guidelines for use in Christchurch and elsewhere. As noted in the report, the Commission has identified as one of the top ten race relations priorities for 2012 "developing central and local government capability to communicate with culturally and linguistically diverse communities in the Christchurch earthquake recovery, and in the event of future civil emergencies elsewhere". We have also raised the matter with the United Nations Human Rights Committee, which this year is examining New Zealand's compliance with the International Covenant on Economic, Social and Cultural Rights. We can expect the Committee to highlight the importance of respect for human rights in the Christchurch rebuild, including the importance of communication with diverse communities.

It is my hope that this report will contribute to the ongoing process of learning from the Canterbury earthquakes, not just in Christchurch but throughout New Zealand, and that all of us will be better prepared and capable as a result to communicate effectively with the culturally and linguistically diverse communities in our midst.

Joris de Bres
Race Relations Commissioner
Human Rights Commission

April 2012

Human Rights Commission
Te Kāhui Tika Tangata

Best Practice Guidelines for Engaging with Culturally and Linguistically Diverse (CALD) Communities in Times of Disaster:

Findings of Action Research for Circulation to CALD communities

March 2012

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For Christchurch City Council on behalf of CLING and CLING+ Group

Acknowledgements

The Canterbury earthquakes have impacted hugely on the lives of all who live in the region. The February 2011 earthquake brought with it significant loss of life. Many of those who died were members of CALD communities.

This project could not have been undertaken without the goodwill and support of those who gave their time to be interviewed. Many of these people are true heroes. They have worked tirelessly since the earthquakes first struck to support Christchurch's CALD populations, and to make sure that they have the information they need to cope with disaster and to be able to look forward with optimism in the city's rebuild.

The researcher wishes to express her full appreciation for the stories shared, and the insights offered.

Table of Contents

1. Background 5

2. Statement of Research Questions and Aims 6

3. Methodology 7

4. Literature Review Findings 10

5. Findings of Review of Key Agency Responses to OIA Request from Human Rights Commission: Addressing the Needs of Culturally and Linguistically Diverse Communities in Christchurch Following the Earthquakes 17

6. Findings of Consultations 20

   Main Challenges Impacting on Flow of Key Information from Government Agencies to CALD Communities Following the Major Canterbury Earthquakes 20

   Main Challenges Impacting on Flow of Key Information from Government Agencies to CALD Communities Following the Major Canterbury Earthquakes 25

   What Made Communication Work Well Following the Earthquakes? 25

   Communities Most Effectively Communicated with 28

   Agencies which Communicated Most Effectively Post-Quake 28

   Effective Communication in the Rebuild 29

   Examples of Communication Needs of Specific CALD Communities 31

   Best Means of Getting Information Out to CALD Communities 32

   Suggestions for Agency Engagement with CALD Communities in Rebuild 34

Advice for Agencies trying to Communicate with CALD Communities During and Following Disaster 35

Advice for CALD Communities Working to Enhance Communication with Key Agencies During and Following Disaster 39

Guidance on How Best Practice Guidelines should be Circulated 41

7. Summary of Findings 42

Best Practice Guidelines for Communication with Culturally and Linguistically Diverse (CALD) Communities in Times of Disaster - DRAFT 44

Advice for CALD Communities on Communication with Key Agencies in Times of Disaster – DRAFT 46

References 48

1. Background

Christchurch has undergone enormous change since the devastating series of earthquakes experienced over the past 15 months. Over that time period, considerable change of personnel and of agency processes has occurred in both community groups and central government agencies, presenting challenges to the flow of information between CALD communities and central and local government agencies.

Local and central government agencies (including new ones) involved in supporting Christchurch during and after the earthquakes, and in the rebuilding phase, in general acknowledge they do not know how best to engage with CALD communities, and some are aware that they are not engaging effectively with these communities. In response to this identified need, local and central government agencies have already written to the Race Relations Commissioner describing how they have and are communicating with CALD communities. Local and central government agencies want to follow best-practice guidelines of engaging with CALD communities, and in turn, CALD communities are keen to ensure a good process for engaging with them. Processes for engaging CALD communities in Christchurch may differ from community to community.

There is urgency to identifying best practice guidelines that would support agencies and communities to effectively engage with each other in 2012 and beyond.

The context for the action research is acknowledged as follows:

- Civil defence information and communication with CALD communities
- Christchurch earthquakes 2010 and 2011
- Immediate response by agencies to the earthquakes
- Formation of CLING- A collaborative group of agencies (CLING- Community Language Information Network Group) forum to support other (govt) agencies in their efforts to communicate appropriately with culturally and linguistically diverse communities.
- Communication by agencies with respect to the zoning, and now rebuilding phase of Christchurch
- Race Relations Commissioner's requests for information to agencies (July-October 2011)
- Prior work done by OEA on 'Ethnic Responsiveness'
- Prior work by 'Lessons Learnt' subgroup
- Identified need for Clear Practice Guidelines for Engagement with CALD communities

- Formation of 'CLING +'- agencies keen to support best practice engagement with CALD communities
- Agreement to keep generic as afar as possible to include Maori and Pacific communities

2. Statement of Research Questions and Aims

The research was intended to identify what 'best practice guidelines' are needed by local and central government agencies **and** linguistically diverse groups that would effectively guide the process of communication and engagement:

- During a civil defence disaster (including earthquake, but also spanning all other civil defence disasters and pandemics)
- During the rebuild/recovery phase

They were expected to be simple, practical 'tips' that are readily acted upon, in a form that suits the rebuild agencies.

The research also sought to answer the following research questions:

- How do CALD communities wish to 'do' engagement in Christchurch with agencies around the rebuild?
- How should processes for engagement differ from community to community? – What are the particular needs of specific CALD communities?
- How do government agencies wish to strengthen their knowledge of best-practice engagement with CALD communities e.g. An information pack? Training? Language specific?
- What content is important to include for both groups in the Best Practice Guidelines?
- How do stakeholders intend using the action research findings? What are their expectations? What data and analysis do they want and how would they like results to be displayed?

Target audiences for the action research are three-fold:

- For community groups- that they have an opportunity to communicate their perspective on how best to engage with them
- For local and central government agencies – that they have an opportunity to identify what they most need to know and how they'd like to access this information
- For CLING + (Community Language Information Network Group + other agencies)- to have some robust and clear information to pass on

3. Methodology

The methodology consisted of the following:

1. Analysis of existing resources and written material

a) Information sent to the Race Relations Commissioner (including CLING comments) on Communicating with CALD communities in a civil defence emergency was analysed. As well as utilising the existing summary, the source documents were also reviewed.

b) Findings of the literature review on Best Practice Guidelines for Engaging with CALD communities undertaken by Council's INSITE team were reviewed and utilised, with further review undertaken where gaps were evident.

c) It was intended that information gleaned post-earthquake by Settling-In and the Christchurch Migrants Centre and compiled in the document 'Lessons Learnt' would be reviewed and utilised where it related to the research objectives. However this report was not available within the timeframe of this project. Readers are urged to consider the *Lessons Learned* document findings alongside the present report.

2. Consultation with Key Agency Stakeholders

Interviews were undertaken with representatives of a range of CALD community organisations and cultural groups, support services and forums, and key statutory agencies. All but two interviews were conducted face to face, with two short interviews conducted by phone. One focus group was also undertaken, with members of CLING. A number of these participants were also interviewed individually.

Consultations took the form of semi-structured interviews / group discussions, with questions focused on the research questions and aims.

Interviews were undertaken with the following:

- Penny Pan, Support Worker, Shakti Ethnic Women's Support Group Christchurch
- Masako Kayaba, President, Japanese Society
- Ahmed Tani, Chair, Refugee Council
- Vishnu Pokhrul, Refugee Facilitator – Mental Health, CDHB and representative of Bhutanese community
- Weng Kei Chen, Treasurer, Christchurch Multicultural Council

- Zhihong Lu, Principal, Rewi Alley Chinese School and Education and Cultural Centre
- Mastura Abd Rahman, Coordinating Manager, Refugee Programmes, Hagley College
- Una Raleqe, Coordinator, Canterbury Fiji Social Services Trust
- Tasneem Gould, President, Indian Social and Cultural Club
- Judy Yun (President) and Scott Joon Koo (interviewed together, with Scott providing translation), Korean Society of Christchurch
- Patrick O'Connor, Manager, PEETO
- Wayne Reid, Ethnic Liaison Manager, Partnership Health Canterbury
- Jenni Marr, Strengthening Communities Advisor – Multicultural, Christchurch City Council
- Margaret MacDonald, Adviser, Human Rights Commission
- George Clark, Settling In Coordinator, Ministry of Social Development
- Lucy D'Aeth, Acting Community Resilience Manager, CERA
- Amanda Cook, Community Liaison Officer, Work and Income, MSD
- Deborah Lam and Claire Phillips (interviewed together), Ethnic Advisers, Office of Ethnic Affairs, DIA
- Murray Sinclair, Unit Manager, Civil Defence and Rural Fire, Christchurch City Council
- Lee Cowan, Public Affairs Manager / Public Information Manager Civil Defence, Christchurch City Council
- Peter Cameron, Regional Coordinator – Southern, Civil Defence, Department of Internal Affairs
- Hassan Ibrahim, Refugee Education Coordinator, Ministry of Education
- Phill Goto, Ethnic Liaison Officer, New Zealand Police
- Shirley Wright, Manager, Christchurch Resettlement Services
- Anne Marie Reynolds, Manager, Refugee Services Aotearoa
- Rex Gibson, Manager, The Christchurch Migrants Centre
- Joanna Kuta, Manager, English Language Partners
- Stephen Manson, Emergency Management Officer for South Island, Wendy Davies, Recovery Manager, and Corinne Ambler, Communications Manager Recovery, New Zealand Red Cross (interviewed together)

Delia Richards, Filipino community, provided feedback on the initial draft report.

Interviews were sought with relevant representatives of CDHB, Ministry of Pacific Island Affairs, Te Puni Kokiri, EQC, and several CALD community groups but met with non-response. A representative of the Maori Community Leaders Forum, Henare Edwards, was unfortunately unable to be interviewed within the timeframe of the research, but should be given the draft report to provide feedback on.

Ideally, a large number of focus groups would have been held with the broad range of CALD communities, facilitated in each group's own language and undertaken in a manner appropriate to each individual group. The time frame for this project did not allow for this to occur. The researcher proposes that the key message findings of the action research as proposed are provided to the full range of CALD community groups with key messaged in their own languages, and each group encouraged to share and discuss this draft document, before final best practice resource documents are produced.

4. Literature Review Findings

Prior to engagement of the researcher on this project, a review of the literature had already been undertaken by Christchurch City Libraries' Insite Information Librarian staff. The review focused on accessible communication and in particular, effective communication with culturally and linguistically diverse (CALD) communities. This work forms the core of the present section, supplemented with work undertaken by the "Lessons learnt" subgroup of CLING+, and the pamphlet *Guidelines for Getting Public Information (Earthquake) Messages to Culturally and Linguistically Diverse (CALD) or Multicultural Communities in Christchurch*, produced by CLING in 2011.

Everyone Benefits from Easy-Read and Plain English Presentation

Some of the literature included in the Insite review pertained to people with disabilities. This is relevant to CALD communities because many of the issues which make communication with people with intellectual, visual or hearing disabilities are shared by people for whom English is not their first language. Guidelines for accessible communication produced by the Office for Disability Issues (MSD, 2011), echoing themes in similar guidelines produced by the Victorian Government's Office for Disability, stress the importance of using plain language. This means:

- language that the audience is familiar with – you need to know your audience to get this right!;
- short, clear sentences;
- one idea per sentence;
- short paragraphs;
- avoid long words wherever short ones will do;
- avoid jargon;
- explain acronyms;
- use active verbs;
- be polite;
- address the reader / listener;
- make instructions clear; and
- lists are okay.

Easy-read materials have value for people from CALD communities, and should not be viewed as condescending. Alongside use of plain language, guidelines produced by the Office of Disability Issues, very similar to others produced specifically for communication with CALD communities, stress the value of using

easy-read design principles. Information is more accessible in print or via e-mail and the web when it is presented:

- in a plain font that is large enough to be easily read;
- with pictures that illustrate the point being made;
- with plenty of space between each line and on the page;
- on plain background; and
- in a format which is easy to navigate to go to the section that is relevant to the user.

Communicating with Migrants

Looking specifically at the information needs of migrants, a literature review was recently undertaken for the Department of Labour (Herrick & Morrison, 2010). The following key findings of this review were highlighted by the Insite team in their review (Insite, 2011):

- Barriers associated with language difficulties, including a fear of speaking in English, were frequently discussed in the research literature.
- Migrants seeking information may also have limited reading skills or have problems receiving information orally.
- Unsurprisingly, those with an understanding of written and oral English experience significantly fewer difficulties accessing information.
- Information needs to be clearly presented and written in appropriate languages, but this can be very difficult logistically. For instance, the Migrants report (2007, CCC) identified approximately 140 languages spoken by Christchurch residents.

This literature review identified a consistent message across the published research: any information service targeting migrants should be designed, developed, and operated to meet the specific needs of an identified group of migrants in a particular time and place. Any information service should strive to make information available in places where people meet or conduct activities in the course of daily life, and in such ways that people are confident that their needs will be addressed.

The review identified twelve key practices in delivering information services to migrants. These are summarised in the table which follows, drawn directly from the Department of Labour report, page 46.

Table 4.1: Summary of good practices

Good practice	Description
Planning an information service	The service is based on a detailed needs analysis.
	Migrants are involved in the design and operation of the service.
	A range of services is offered to clients, either directly or by referrals.
	The service has consistent adequate funding.
Running an information service	The service is accessible to the groups identified as needing the service.
	The service has staff who are culturally competent and trained in the provision of information services.
	Services are offered in a culturally appropriate manner.
	The service has a strong relationship with other agencies that provide further services to clients.
The information provided	Information is provided that is relevant to the identified needs of the client base.
	Processes and procedures are in place to ensure services are based on accurate reliable, up-to-date information.
	Services and information are provided in the client's own language wherever possible and appropriate.
	Information is delivered through channels and media appropriate to the needs of the client base.

A key point conveyed in a tip sheet for effective cultural competence in communication, prepared by the Centre for Culture, Ethnicity and Health in Australia, is that in order to communicate effectively with CALD communities, you have to know a bit about them, and tailor presentation of information to their needs. There is no point translating a resource into another language if the speakers of that language have a very low rate of literacy. An example is Dinka, a South Sudanese language. Rather than translate a booklet on nutrition, following good practice, a hospital chose to convey the information pictorially in a poster.

A similar point is made by Gopalkrishnan (2004) in an Australian article on cultural diversity and civil participation. The author highlighted lack of literacy skills in own language as well as English as a significant potential barrier to engagement. Work in the UK (Age Concern Islington, 2009) suggests that newcomers are much more likely to learn English if they are already literate in their own language. People from CALD communities who have low literacy in English may well also have poor literacy in their own language; older women are over-represented in this group.

Other barriers to engagement Gopalkrishnan identified included:

- missing out on vital information when presented in written form;
- lack of translated materials in other languages;
- not understanding jargon or technical terms;
- not understanding complex documents;
- inability to take part in processes which require written input; and
- lack of ability to follow instructions where necessary.

Gopalkrishnan (2004) offered the following suggestions for improving engagement with culturally diverse communities:

- Identify where the community obtains information from.
- Identify the special information needs of particular sub-groups e.g. women, refugees, newly arrived migrants, older migrants and youth.
- Determine the likely source where this community can see/receive/hear information.
- Understand the suitability of particular types of information format.
- Identify if there is any specialist media for the community (e.g. ethnic newspapers, community radio).
- Use multiple sources for dissemination.
- Provide briefing sessions to key community agencies on the information.
- Use other events to distribute the information e.g. ethnic national days, festivals, and other community events.
- Provide resource people to go through the information with individuals face to face where possible.

A set of top ten tips for engaging with CALD communities was developed by the Queensland Government. These tips are as follows:

1. **Engage communities as early in the process as possible.** Input in the planning phase will promote effective engagement.

2. **Build trust.** Seek to understand at what stage people are in the settlement process and engage accordingly. Initially involve sector representatives and other trusted support people. Be clear about expectations and roles. Avoid tokenism and build relationships.

3. **Recognise diversity within communities.** Differences exist between culturally and linguistically diverse communities, and also within groups. Take time to understand communities and offer a range of targeted engagement strategies.

4. **Allow time.** Sector representatives and community leaders need time to encourage the participation of community members, for trusting relationships to build, and for information to circulate.

5. **Build capacity.** Support public sector staff and community members to undertake research, liaise with key knowledge holders, and undertake formal training and identification of champions.

6. **Avoid over-consultation.** Plan well and liaise with others who might also engage the community of interest. Seek advice from the sector.

7. **Address language issues.** Consider the need to have written, electronic and verbal information translated or made available in plain English, and to employ bicultural workers or interpreters at face-to-face consultations.

8. **Ensure engagement is adequately resourced.** Make sure resources are available to support translating and interpreting, to hire appropriate venues, and for catering, child care, transport support and capacity building. Consider partnerships with multicultural organisations and build engagement into work practices.

9. **Demonstrate respect.** Understand at what stage people are in the settlement process and engage accordingly. Acknowledge community protocols, beliefs and practices. Avoid stereotypes. Be honest. Promote engagement rights and responsibilities. Respond effectively to community-initiated engagement.

10. **Provide feedback on the outcomes of engagement.** Ensure participants are aware of responses by noting feedback in the notes of meetings and making such notes available. In the longer term, the department's response or actions undertaken in light of engagement can be communicated, and communities invited to provide information on the outcomes they themselves have achieved.

Source: http://www.qld.gov.au/web/community-engagement/guides-factsheets/cald-communities/introduction/top10.html

Translating Resources

The principles of plain English and easy-read publication should be applied to any resource that is to be translated from English into another language; translations need to be simple and easy to understand, and take account of the cultural and religious backgrounds of the target audience. The Migrant

Information Centre, Melbourne guidelines suggest that translation will be far more effective if the original English text is clear and stylistically consistent. They offered the following useful guidelines for preparing materials for translation:

- Don't include too much information.
- Use short, easily understood sentences.
- Avoid 'inflated' words.
- Use the active rather than the passive voice. For example, 'our staff can help you find work' rather than 'help with finding work is provided by our staff'.
- Repeat nouns rather than using pronouns.
- Avoid metaphors, colloquialisms, and culturally specific humour. These are usually untranslatable.
- Avoid 'officialese', 'legalese' and professional jargon. If you use highly specialised terminology, provide an explanation in brackets.
- Avoid lengthy titles - try to break them up.
- Use specific rather than general terms.
- Put the main idea first.
- If something is difficult to explain consider whether you really need to include it. Difficult ideas may be explained by using examples or diagrams.
- Explain concepts introduced which may be unfamiliar to those from other cultural backgrounds, such as Neighbourhood Watch or Meals on Wheels.
- Provide a context for key ideas.
- Provide translators with background material, including a glossary of any program specific or specialist terms used, to assist them in understanding the document.
- Ensure that the translator has been given a contact within your organisation to discuss any issues that arise during the translating process.

Age Concern Islington (2009) suggest similar practices, along with testing out the translation on the target group before it goes to print. They also emphasise that translation is not always appropriate; again, always consider the needs of the target group.

The Guidelines already produced by CLING (2011) recommend a number of distribution channels in Christchurch:

- CALD groups operating in the city, and identified in a list held by Christchurch City Council's Multicultural Adviser
- The multicultural networks

- Key resource centres such as Rewi Alley Education and Cultural Centre (For Chinese community and many Korean speakers), the Pacific Hub in Hampshire St, Aranui, The mosque in Deans Ave, The Korean Society Office, the Christchurch Migrants Centre, and other community groups and churches
- Medical centres and pharmacies (for health information)
- Chinese, Korean and Japanese local newspapers, radio and websites (identified in the pamphlet)

The guidelines highlight the usefulness of linking any translated resources on-line via other websites of relevance. Other tips offered within the guidelines include the following:

- Provide copies of translated materials for any community briefings that may be held.

- Provide interpreting services at community briefings and presentations, with the specific needs of the audience in mind. (eg. Chinese – Mandarin and Cantonese interpreter involved in any presentation to the Chinese community.)

- Avoid using on-line translation services, and instead, use of the Department of Internal Affairs Translation Service is recommended. For interpreting, the guidelines recommend Interpreting Canterbury (face to face and telephone) and Language Line (telephone only).

5. Findings of Review of Key Agency Responses to OIA Request from Human Rights Commission: Addressing the Needs of Culturally and Linguistically Diverse Communities in Christchurch Following the Earthquakes

An official request for information was sent by the Human Rights Race Relations Commissioner in August 2011 to a number of national and local public agencies. The purpose of the request was to assess the degree to which national and local public agencies were addressing the needs of culturally and linguistically diverse communities in Christchurch following the earthquakes. The Commission's Race Relations Report 2012 has identified as a priority the need to develop central and local government capability to communicate with culturally and linguistically diverse communities in the Canterbury earthquake recovery and in the event of future civil emergencies elsewhere.

Organisations approached:

- Canterbury Earthquake Recovery Authority (CERA)
- Ministry of Social Development (MSD)
- Canterbury District Health Board (CDHB)
- Christchurch City Council
- New Zealand Police
- Earthquake Commission (EQC)
- Ministry of Civil Defence and Emergency Management (MCDEM)
- Environment Canterbury
- Electoral Commission

Organisations were asked the following questions:

1. What particular steps has your organisation taken to communicate with diverse communities in Christchurch following the earthquakes?
2. Do you have specific liaison people for Pacific and ethnic communities in Christchurch on the staff of your organisation?
3. Do you have designated advisors from the various ethnic communities, and if so, which communities?
4. Do you have any information available in languages other than English that has been translated?
5. Do you have any information relevant to the earthquakes in languages other than English on your website?
6. Do you use translation and interpreting services to communicate with culturally and linguistically diverse communities, and if so, how often?
7. Do you have a policy on communicating with culturally and linguistically

Responses were received from all of these organisations. Responses were analysed by Margaret MacDonald, a member of the Community Language Information Network Group (CLING) which was established post-February earthquake to collaboratively advise and advocate on the issue of communicating in diverse languages to agencies involved in the rebuild of Christchurch. This analysis documented the particular response to CALD communities of each agency. It also sought to identify gaps and particular areas of concern in the response of particular agencies.

The researcher reviewed summary documents produced from this review, as well as most of the original responses. The focus of the present discussion is not on individual agency responses, but rather, is an attempt to draw together lessons which can be learned collectively to enhance agency engagement with CALD communities in the future.

Learnings were as follows:

- *Translated resources need to be distributed from the places that their potential users are most likely to go: for example, it makes sense to distribute a resource in Chinese from Chinese cultural resource centres, Chinese churches and Chinese medical practitioners and food outlets etc.*

- *Immediately following a disaster and in the rebuild phase, information is constantly changing. For translated information which will need regular updating, a plan should be in place from the outset to ensure this happens in a timely manner. Presenting the translated information alongside the English version is a good idea because translations do not always convey exactly the same information.*

- *Where translated information is provided on websites, it should be fully searchable in the language of the translation, and preferably obvious on the homepage.*

- *It is not enough to offer interpreter services over the telephone. For situations where technical information is being conveyed and important decisions made, an interpreter supplied by EQC should also be present for those from CALD communities.*

- *It would have been useful for Civil Defence responders to have access to interpreters during the crisis phase.*

- *It is not enough to have a contract in place between an agency and an interpreting service. This relationship needs to be actively promoted to staff*

throughout the organisation, with staff educated on how to identify a need for such a service and to arrange its use.

- *All central and local government agencies should have designated CALD liaison roles in place. Such a function should not be an add-on to the existing role of a staff member who comes from a CALD background. CALD liaison staff need to network with similar staff in other agencies.*

- *Where agencies intend to work together to support the needs of CALD communities in times of disaster, all parties need to be clear about what is expected of each other, formalised with a Memorandum of Understanding or other protocol.*

- *All agencies should strive to build their own established networks with CALD communities.*

- *All agencies need to ensure that any key information is released through a range of media but always including radio following disaster, and that access radio and community-specific stations are included in these releases, with information provided both in English and other languages targeting the needs of the listeners of each station.*

6. Findings of Consultations

Main Challenges Impacting on Flow of Key Information from Government Agencies to CALD Communities Following the Major Canterbury Earthquakes

Each of the large earthquakes experienced in Canterbury since September 2010 impacted in different ways. Each also occurred when CALD communities and Government agencies alike were at different stages of preparedness. Those agencies and communities which did have procedures and systems in place such as emergency management plans centred around CALD communities and considering information distribution were much better placed to get and pass on the information needed. Those who had undertaken little or no planning for disaster were reliant on the support and goodwill of others, at a time when everyone was overloaded.

Most of the challenges highlighted below relate to the February earthquake. The range of challenges identified by those consulted is extensive, and many relate to the community as a whole and not just CALD communities. These are presented in more detail under summative headings.

Workers and community leaders were survivors

- CALD community leaders and government and agency staff were all survivors of the earthquakes as residents of the city, and had to deal with their own challenges and losses at a time they also needed to respond to the needs of others. This impacted on their capacity to varying extents.

Lack of coordination

- Insufficient inter-agency contingency planning was perceived to have occurred both pre- and post-September, focused on developing a coordinated mechanism for conveying key information to CALD communities, and indeed the community in general. Some key agencies were identified as being too slow to adapt their approaches based on the September learnings.
- There was a lack of formalised response plan for CALD communities in the Civil Defence structure.
- Some felt that there were inadequate communication channels between agencies in place and that communication was far too ad hoc.
- Pre-September, there was no centralised, publicly available database of up-to-date CALD contacts. While work had been undertaken by the Settling In (MSD) Coordinator, the manager of the Christchurch Migrants Centre and Christchurch Resettlement Services post-September, many of

those involved in the Civil Defence response did not have this information and were reliant on others to know who the key contacts were for each CALD community, and indeed who the communities were.

- Lack of a centralised dissemination point was an issue.
- It was hard to understand the role of some agencies in terms of information distribution.
- Some government agencies did not connect with support agencies such as Canterbury Resettlement Services and Refugee Services Aotearoa New Zealand, missing out on their significant capacity to target key messages and support to many of the most vulnerable CALD community members quickly via bilingual workers.

Information overload

- Contributed to by the lack of coordination of key messages going out from Government agencies, there was a huge flood of messages going out to identified CALD leaders as well as the general community in the early stages post-quakes. Often the same information was delivered to a person from several sources. Often the messages varied, and it was difficult to determine which message was correct, and which information most needed to be passed on to others. The high volume of information overwhelmed those trying to translate and distribute information to CALD communities.
- There were too many 0800 numbers.

Loss of key communication mechanisms

- Power and telecommunication outages affected large parts of Christchurch. Many of the participants believed there was an over-reliance on web-based and television-based communication of key information by Government agencies. Heavy reliance on web-based information impacted negatively on those without home computers as well as those who had lost electricity.

Lack of understanding about Civil Defence responses in New Zealand, and deviations from the expected response

- People from CALD communities may not know how civil defence works in New Zealand or may expect things to happen that did not. For example, schools have CD Sector Post signage, so some CALD community members expected that schools would be the place to go to get information and assistance, but these were not activated, and did not direct them to the alternative.

Lack of translated information and of plain English, simple to read / translated written information

- Very little information came out in other languages, especially in the early stages post-September.
- Many agencies had no budget for translation of emergency information, and cost therefore presented as a barrier to translation.
- Where translated information was sought, preparation and verification of the resource was often very slow, leading to poorly timed information dissemination.
- Translated materials were often not located for collection in the places where people from the target CALD communities gathered, or provided to those best-able to get the information out.
- The information which did come out in hard copy and on government websites typically had a very high reading age, with lots of technical terms used and no attempt to convey the information in plain English. While a huge amount of information was being translated within CALD communities for distribution through their own networks, much of it was very difficult to translate because of the technical nature and complexity of the writing. With the huge amount of information going out, it was also hard to prioritise what should be translated.
- Within-CALD community translation was very helpful, and volunteers gave considerable time to do this and continue to do so. It is preferable that agencies take ownership of resourcing translation themselves to reduce the burden on volunteers. Application forms for grants and assistance packages are a key example.
- Many of the messages which had to go out quickly (especially health and safety messages) were quite generic – they are likely to be needed for a number of disaster scenarios. These could have been ready and waiting in other languages until they were needed. Agencies did not need to wait until disaster struck before developing them in translated form.

Lack of understanding and/or knowledge of the diversity of Christchurch's population

- A number of agencies did consider the need for translated material, but did not know which languages the information should be translated into to meet the needs of the community.
- Assumptions were perceived to have often been made without cultural understanding, leading to decisions which were not in a person or family's best interests. Often-cited examples were the decision to relocate large numbers of refugees and migrants elsewhere in the country, even though many had homes with only minor damage, and had employment intact. Gathering at one home to support each other was often viewed

within the negative frame of overcrowding. It would have been preferable for advice to be sought from the support agencies associated with the individuals and families concerned before significant decisions were made.

- Some of the RACS were unable to cater to specific cultural needs such as space for prayer, gender-specific areas, cultural and religious dietary requirements.

Inadequate use of interpreters

Inadequate use of interpreters

- Despite Interpreting Canterbury offering its services, there was low uptake of this. Similarly, there seemed to be inadequate appreciation of the importance of using professional face to face interpreter services rather than family members, friends or colleagues to ensure the needs of CALD community members were met, and a lack of awareness regarding how to decide when an interpreter is needed, whether to use face to face or telephone interpreter services, and how to get hold of an interpreter and work with them. All these issues are covered in guidelines produced by CCC in collaboration with CLING.
- Language Line, the Government's telephone interpreter service, only operated during normal business hours until post-February when Saturday mornings were added. (It now operates Saturdays 9am -2pm.) As well as not offering extended hours following disaster, a lack of awareness and understanding of how to use Language Line also emerged as an issue following the earthquakes.
- Many of the briefings offered to CALD community leaders were presented in English only with no interpreters available.
- When people became emotional at the Recovery Assistance Centres (RACs) and they did not speak English, lack of face to face interpreters and inadequate use/poor availability of telephone interpreter services made it very hard to support people appropriately to their needs, cultural, psychological or practical.
- Not enough assistance was offered towards completion of grants applications by those requiring an interpreter to do this.

Under-utilisation of radio and ethnic media

- The importance of Plains FM access radio as a mechanism for getting Civil Defence messages out to a wide range of CALD communities in the city was not recognised by Civil Defence either following September or February's earthquakes. Located inside the CBD cordon, the station was off-air from 22 February to 4 April 2011. At the same time, a number of other CALD community radio stations were also unable to operate. This

removed a key opportunity for the distribution of key information in other languages.

Rumour, misunderstanding and panic

- Among a number of refugee communities, there was very low familiarity with earthquake scenarios, and predictions by pseudoscientists and others, along with misinformation created a high degree of panic.

Shortage of bilingual workers - lack of diversity in workforces of key agencies

- Bilingual workers from some Government and service agencies were key in allaying fears and helping people understand the disaster and their personal level of risk. They were critical conduits of important information both during the Civil Defence response phase and since. There is however a perceived shortage of bilingual workers, and the people in these roles faced huge workloads.

Insufficient CALD liaison roles

- Roles such as Ethnic Liaison Officers in Police, The CCC Multicultural adviser, and the Settling In Coordinator in MSD were seen as critically important during the Civil Defence response phase. Agencies without such roles, and their accompanying knowledge and trust relationships of and with CALD communities, were considerably disadvantaged in their capacity to respond to the needs of CALD communities.

Not all CALD communities included in networks

- The multicultural networks which operated post-quake did not include representatives of all CALD communities, so the information distributed through networks did not reach all CALD communities.

Burden on volunteers and unexpected costs on service agencies

- Some CALD community leaders, as well as giving enormous amounts of time to the earthquake response, also incurred huge costs, especially in cellphone and petrol use. Similarly, support services which provided support to CALD communities often incurred significant costs in performing this role, but struggled to have these costs covered. Red Cross grant applications for this purpose were invariably declined.

Main Challenges Impacting on Flow of Key Information from Government Agencies to CALD Communities Following the Major Canterbury Earthquakes

Many of the same challenges which impaired the flow of key messages from Government agencies to CALD communities also impacted negatively on the capacity of CALD communities to convey their needs to the agencies:

- Lack of telecommunications
- Lack of a planned response and poor systems
- Limited capacity due to reliance on volunteer time and personal impact of disaster
- Lack of interpreter services
- Different CALD communities having different information needs, unable to all be addressed via a shared multicultural forum
- Lack of understanding of Civil Defence structure
- Language barriers
- Underuse of migrant media
- Tension between paid roles and CALD leader role
- Perception that agencies did not want to hear the CALD voices

A number of the CALD community representatives interviewed found that their existing networks were an effective means of them letting agencies know the needs of their community. The various multicultural and interagency meetings were identified by many as effective at conveying information both to and from CALD communities.

Use of bilingual workers, either already working in an agency locally or brought in because of their linguistic and cultural backgrounds as additional workforce (eg. Police), was very valuable. So too were CALD adviser roles within agencies. These people had the trust of CALD leaders and contact was two-way, conveying information as required. A number of support services provided outreach contact to their client base, and needs identified were able to be passed on to agencies. Having a copy of the client / member database which was accessible was critical to enabling this to occur.

What Made Communication Work Well Following the Earthquakes?

A wide range of positive things occurred which helped government and non-government agencies communicate with CALD communities and vice versa. Some of these were the result of planning, or a conscience effort to engage with

CALD communities. Others were the result of decisions made on the spot, or providence. Those highlighted by those interviewed are listed below, in order of frequency of response. The things about communication which were widely identified as having worked really well were as follows:

- The ethnic community meetings which were established immediately following the February earthquake, along with an associated e-mail list connected a large number of community leaders with key information. Those who attended told others and spread the word about what they found out.
- Interagency networks already established pre-quake worked well for sharing information.
- Bilingual workers were a key bridge between CALD communities and agencies, and especially with preliterate CALD community members. Many demonstrated great team work and high quality liaison with agencies.
- Ethnic advisor roles and the bringing in of extra staff who spoke the languages that were needed and had the relevant cultural knowledge were very valuable in terms of communication capacity. This was particularly true in the case of Police liaison with the families of CALD community members killed in February.
- Interagency collaborations – the most noted example being the partnership approach taken by CRS and Refugee Services Aotearoa New Zealand, developed following emergency planning by the two agencies. Working together, they strengthened their capacity and avoided duplication of effort. By working together to visit all present and recent clients and talk with them, they were able to counter a lot of anxiety and misinformation and identify support and assistance needs which could be acted on.
- Liaison directly with community leaders by agency representatives was a great means of communicating.
- The relationship between Department of Labour, MSD, and the RICs and RACs was identified as having worked really well.

Other things that worked well included the following:

- Off-site database back-up, and preferable hard copy back up with multiple agency representatives so that the contact details of clients and volunteers, agency contacts or CALD leaders were accessible even when offices were damaged or cordoned off.
- The capacity to mobilise existing networks.
- Support from local politicians to CALD community services.

- Use of Maori Wardens as conduits of information.
- Capacity to provide extra support to the places refugees and migrants moved to away from Christchurch, such as additional ESoL support in school.
- The Chinese and Korean communities were able to respond well to support and information needs of their communities because they are close knit, had a plan for responding to disaster (Rewi Alley's developed in August 2010), and people knew where to go in the event of disaster. Similarly, the Filipino community mobilised following the February earthquake and worked in with national Filipino organisations to address local need.
- Recognition of Rewi Alley Chinese Cultural Centre as an emergency support centre, with accompanying resourcing.
- Efforts to coordinate Civil Defence response to CALD communities.
- Advocates who did not let CALD communities be forgotten.
- Preparedness planning at Rewi Alley and initial planning at the mosque. In both cases, thinking about what they would do in the event of disaster helped them respond much better than many other communities.
- Translation of key health messages by Partnership Health Canterbury, which were in turn taken to the most vulnerable CALD communities by CRS bilingual health promoters.
- Korean, Chinese and Japanese websites set up in one case within 24 hours of the February earthquake, providing translated information on Government assistance packages, safety and health and providing a means of connecting helpers with those in need.
- Embassy assistance checking on CALD community members.
- Implementation of phone trees where CALD community members worked together to check on each other.
- Relationship and support between Department of Labour and Refugee Council.
- In-house translations within CALD agencies.
- Pacific churches key in getting information out to these communities.
- Additional staffing of support services from other centres.
- The relocation of the Migrants Centre and Settling In to Rehua marae pre-February and the connections this fostered with Ngai Tahu and Maori Wardens.
- Civil Defence information had been covered during ESoL classes at a number of providers, and this was very helpful.

Communities Most Effectively Communicated with

Either due to their size, history of presence in Christchurch or emergency management planning efforts or a combination of these factors, the Chinese, Korean, Muslim and Pacific communities were most commonly given as examples of communities for whom communication worked better than others. Refugees were also seen as receiving good information support through the targeted support agencies and the Refugee Council.

Agencies which Communicated Most Effectively Post-Quake

In many cases, participants felt that the credit for good communication from agencies should go to individual workers, and invariably those in CALD liaison roles. They had the capacity to play a key role in conveying information and communicating with CALD communities because they already had the networks, contacts, trust relationships, knowledge and passion for CALD communities. The CCC Multicultural Adviser, the Partnership Health Canterbury CALD Contracts Manager and the Settling In Coordinator were all identified as key communicators.

Agencies most-commonly praised as a whole included Office of Ethnic Affairs, the New Zealand Police, MSD and especially Work and income, Refugee Services Aotearoa New Zealand and Christchurch Resettlement Services, Partnership Health Canterbury Rewi Alley Chinese Cultural Centre, the Korean Society, the Ethnic Leaders Forum and the Christchurch Migrants Centre. Other agencies praised included Housing New Zealand, The Russian Cultural Centre Trust, PEETO, the mosque, national bodies of the local, CALD support agencies, and CDHB mental health refugee services.

Thinking about agencies that stood out in terms of their communication with CALD communities through the rebuild, the same key people emerged as important. Strong support has also come from the Canterbury Chamber of Commerce, Department of Labour and Ministry of Education. There was a strong feeling expressed that once the immediate civil defence response passed, the presence of CALD communities has been in many ways forgotten. Many members of CALD communities, including leadership, do not feel part of the rebuild.

Effective Communication in the Rebuild

The inter-agency ethnic leaders set up post-quake continue to function as a key means of communicating with CALD communities in the rebuild of Christchurch. So too do the ethnic/cultural advisor roles established in CCC, Partnership Health, Office of Ethnic Affairs, and the New Zealand Police, along with similar roles elsewhere.

Relationships within many of the CALD communities in Christchurch, and between government and non-government agencies have been observed to strengthen as a result of the quakes, with communities pulling together to support each other. Collaborative relationships have been cemented and developed, both within communities and between communities and agencies. The perceived challenge is to work to keep this momentum going.

Plains FM and Tahu FM have both emerged as key mechanisms for communicating with CALD communities in the rebuild.

Development of a migrant "hub" website is seen to be a key element in strengthening communication capacity moving forward into rebuild and recovery, as well as preparedness planning.

Other things that are happening to support effective communication through the rebuild, but less commonly identified by participants included the following:

- Extra support continues to go into schools to support refugees who have been relocated.
- The interagency committees set up with a recovery focus offer considerable promise.
- Clinics held at cultural gathering places (eg. Rewi Alley) with key agencies present as well as interpreters are working very well.
- E-mail newsletters and communications work well for some communities at informing community members of changes as they unfold.
- Hard copy translated resources (SKIP, MSD) have been developed to assist parents in supporting their children and coping themselves, but these became available months after they were seen to be really needed. It is good to see translated information becoming available but the timing is still far from desirable.
- Establishment of Earthquake Support Coordinator positions, some of whom are based in key CALD support agencies (eg. CRS) are a very positive step towards enhanced communication, offering strong case management. In some cases these are working alongside interpreters.

- The CCC Central City Development Plan process utilised funded interpreters and there was a good CALD uptake in the consultation process. While some work has been undertaken to engage CALD communities in suburban rebuild planning, a number of participants expressed the view that CALD communities have largely been ignored in these processes. Because each suburban rebuild planning exercise works slightly differently, and promotion of them is usually in English only, it is hard for members of CALD communities to find out about them and feed into them.
- Some groups are not part of the rebuild focused networks and are not receiving information to help their community engage.
- Members of CALD communities have demonstrated a commitment to Christchurch by staying here, and many strive to help others and engage in the rebuild.
- Rebuild initiatives work best when they go to CALD communities to consult with them and engage with them. Mechanisms are in place for information to be taken to wider CALD communities but in some cases (eg. Refugee Voices forum) these are underutilised. Community-specific meetings, at places where CALD communities naturally gather are best. Unfortunately a number of examples were cited where CALD communities sought presentations at a meeting from Government agencies as part of their recovery process and were declined.
- Lack of venues in the city is preventing a number of cultural events from proceeding. Many of these would have offered opportunities for people to gather and support each other as part of the recovery, and to obtain information from key agencies.
- Refugees are in many cases from disaster-prone countries, and have knowledge of things that have worked well in their homeland in terms of rebuild and recovery. There is frustration that CALD communities are not being given enough opportunity to share their knowledge as part of Christchurch's recovery.

In order to get information from CALD communities to key agencies in the rebuild, the best approaches seem to be the use of bilingual workers and key networking forums such as the Refugee Council and the Ethnic Leaders Forum, and community meetings tailored to particular CALD communities in timing, location and focus. Interpreters remain a key means of enabling CALD community members to have a voice in the rebuild. Many of the best examples of communication and information flow in the rebuild centre around relationships. Where agency representatives take the time to get to know CALD communities and their key leaders, understand their unique characteristics and linguistic needs, their values and drivers, good things can happen.

Examples of Communication Needs of Specific CALD Communities

It was well beyond the scope of the present project to identify the myriad of ways in which the communication needs of different CALD communities vary. However some key points emerged.

- Some communities, and in particular some of the refugee communities, and especially older people and women are much less likely than the population as a whole to be literate in their own language, let alone in English. They rely on oral language. Examples of groups with low literacy in either English or their first language which emerged were Afghan female heads of households, older Bhutanese, Kurds or Afghans. Written material, even when translated, cannot be relied on alone to get key information out. The best approach is always to use word of mouth in people's own language. Meetings in a place that is a gathering point for their community, and presented with an interpreter works best.

- The CALD community is hugely diverse, with people coming from a wide range of backgrounds – rural or urban, professional through to preliterate, with and without disability, and varying in their connectedness to the others who share their cultural background, resilience and capacity to get information for themselves etc. Agencies need to respect this diversity and realise that one approach to communication and engagement does not work for everyone within a CALD community.

Other particular examples of specific communication needs of particular CALD communities were as follows:

- For Muslim women, it is more appropriate for information to be conveyed to them by women.
- For populations where authority figures such as Police are feared / mistrusted, it helps for them to present themselves in a non-intimidating way. Police sometimes do not wear uniforms when presenting information to such groups.
- The Chinese community has a range of local media operating in Christchurch. These are key mechanisms for getting information to a large portion of the community during times of disaster and especially in the rebuild.
- Women from CALD communities with protection are especially vulnerable and information needs to be given to them in a safe way.

- Very small communities should never be forgotten. Some include vulnerable people.
- Pacific peoples were identified as wanting to engage in rebuild of the city, and cultural celebrations are a key part of this process. However because many of the multicultural events are held on Sundays and many Pacific Islanders will not participate in such activities on this day for religious reasons, it feels as if such events are non-inclusive to them. Multicultural events need to be held on both Saturdays and Sundays to make some of these accessible to all communities. The importance of these events was reiterated by participants from the Korean community, who identified celebrations and opportunities to gather as a group as significant means of support for a community.
- The best means of conveying key information for Pacific Islands communities and indeed many other CALD communities is via meetings. However because food needs to be available for cultural reasons, there is a burden of cost here, additional to transport costs. To make meetings accessible, they are best held at a local level. The agencies conveying information need to provide funding support to make food available.
- Within the Bhutanese population of Christchurch, there is a high incidence of hearing loss, around 4-5 percent. These people speak international sign language and cannot read New Zealand sign language. There is currently no ISL interpreter in Christchurch.
- When representatives of agencies such as EQC go into people's homes they need to have an understanding of cultural etiquette, for example accepting a drink when offered or removing shoes.

Best Means of Getting Information Out to CALD Communities

Overwhelmingly, the best means for agencies to get key information out to CALD communities was identified as building a relationship of trust and respect with these communities before disaster occurs. This means:

- getting to know the leaders of the different communities;
- cultivating relationships with community and church leaders ;
- spending time with the communities at their community functions and celebrations;
- developing an understanding of the communities and their individual needs;
- developing networks with the range of communities and support agencies; and
- maintaining an up-to-date database of these people and their contacts, both at home, work and via cellphone.

Then, when information needs to go out, there is an established mechanism in place for two-way information flow. Taking key messages to the leaders straight away is very effective when leaders are encouraged to spread these messages through their own communities. Understanding the needs of individual CALD communities should inform a tailored approach to communicating with each community. Agencies need to be aware of the heavy burden placed on CALD leaders during times of disaster, often on top of disaster response roles in their paid employment. Leaders need to be supported.

Besides direct information distribution through established networks, radio was identified as the best means of getting information out in times of disaster, and especially when electricity and telecommunications are down. Access radio like Plains FM as well as CALD radio stations should play a key role at this time, and a number of the participants believed that it should be prioritised in a city-wide Civil Defence plan, so that full support is offered to get it operational as soon as possible following disaster. A number of participants suggested that key health and safety messages should be recorded in other languages and held at the ready by both access radio and mainstream stations in the event of disaster.

Community meetings were identified widely as effective means of conveying key information. These need to be run on communities' own terms, in a time and place that suits them and covering information the community wants to find out more about – meetings need to be relevant. They work well when built into a natural gathering of that community. Interpreters were highlighted widely as essential, and presenters need to be trained in how to work with an interpreter effectively.

Other ways of conveying information that participants have found useful:

- Use a range of communication tools to cater for diversity.
- Use migrant media, blogs, websites, hard copy information.
- Budget for advertising in migrant media!
- Key messages can be published in other languages in mainstream newspapers.
- Bring in workers from other parts of the country who speak languages of affected CALD communities in the disaster area.
- Translate key messages, but first ask the community leader what would be most useful to them in this form. Some communities may need more detailed information than others.
- CALD liaison roles and bilingual workers were identified by several participants as critical for effective communication.
- There should be clear information pathways.

- Teletext messages in other languages would be very useful.
- Some CALD communities developed their own websites following the February earthquake. These were useful for those communities.
- Written information, if not translated, needs to be in plain English.
- Key messages need to be repeated.
- Text messages worked well.
- Phone trees within communities are a good way of spreading key information.
- The Hub website being developed by DoL, MSD and others, drawing together key information on CALD communities and contacts in one place, was highlighted as very useful.

Suggestions for Agency Engagement with CALD Communities in Rebuild

Some key themes emerged in the feedback from participants regarding how agencies should best engage with CALD communities in the rebuild.

Build leadership capacity in CALD communities
Leaders were identified as under heavy burdens of responsibility in conveying key information to their communities and speaking for them to agencies. While some CALD communities have leaders well-placed to engage effectively in the rebuild, others have less cohesive leadership, or there are groups within the communities who do not have a voice. Communities could be offered support to develop systems to inform each other of key information, to develop civil defence capacity within their community, to be better able to connect with other leaders to share information, and to help them convey information to agencies.

Build CALD capacity within agencies
It was widely suggested that agencies should actively seek to employ staff from other cultures so that they develop capacity to communicate and engage with CALD communities in times of crisis. This includes Civil Defence, which it was suggested by several participants should actively seek to employ and engage volunteers from CALD communities. In addition, a much stronger emphasis needs to be placed on developing cultural competency within agencies in staff at all levels from management to frontline.

Understand CALD communities
Building on what was already mentioned regarding best means of communicating with CALD communities, a number of participants felt that to

engage effectively, agencies need to first get to know each community and understand its drivers, habits, and what the community wants from the rebuild.

Up-skilling is a key means of engagement CALD communities in the rebuild
The view was expressed that the members of CALD communities who have stayed in Christchurch have done so because they are committed to the future of this city. Employment is a huge challenge for many CALD community members, and they want to be an active part of the rebuild. A hunger for employment information and support needs to be addressed now, along with deliberate and culturally appropriate efforts to up-skill tradespeople for work in New Zealand, or to train CALD community members in new trades that will be in demand in the near future. Some suggested this needs targeted resourcing.

A range of other suggestions was also offered. These are summarised below.

- Go to CALD communities – don't wait for them to come to agencies for information.
- Use more hard copy, translated literature. Especially information from EQC.
- The Ethnic Leaders Forum and key agencies should work more closely together so they know what is happening in the rebuild.
- Roles of each agency need to be made clear to CALD communities.
- Linguistic barriers need to be anticipated and addressed via trained use of interpreters etc.
- Interpreting Canterbury and Language Line need more active promotion and a full commitment from all agencies for its use.
- Communities need more opportunities to involve themselves in the rebuild.
- E-mail updates in plain English can be easily passed on by some CALD community leaders, and especially those of smaller communities, to their members. Translated information passed on to relevant media is a good way of reaching the larger CALD communities.

Advice for Agencies trying to Communicate with CALD Communities During and Following Disaster

The agency and CALD community representatives interviewed offered a lot of tips and advice for agencies trying to communicate with CALD communities during and following disaster. Many of these centred around actions that need to occur before disaster. Preparedness was identified as hugely time saving for organisations responding to disaster. Agencies which are ill-equipped to support

CALD communities place considerable burden on other agencies, which may be already overloaded with their core responsibilities.

The key themes are presented below, followed by other less commonly offered suggestions.

Tip 1. Improve cultural competency within your organisation before disaster strikes

Cultural competency was identified by many of those interviewed as something that should be a professional development priority in any agency. This includes:

- using and promoting the use of face to face and telephone interpreters;
- training staff in when and how to use interpreters;
- taking a cultural stocktake of their own staff to know who has linguistic and cultural skills and knowledge that can be drawn on in times of disaster;
- developing this across the whole organisation and not just through one CALD liaison role; and
- budgeting for translation/interpreting of disaster response material – no budget should not be an excuse.

Tip 2. Develop CALD connections before disaster strikes

Put effort into establishing networks with CALD communities before disaster strikes- don't wait.

- Know the make-up of the community, and of the city's different geographic communities. Communities change, so refresh this knowledge, and make sure staff share this knowledge.
- Recognise the resilience and connectedness of CALD communities, and don't assume that people from CALD backgrounds are needier than anyone else. Eg. Being a refugee should not be grounds alone for evacuation.
- Know who the key contacts are, and have their contact details (home and work including address) in response packs.
- Have an e-mail list ready of CALD leaders from which key information can be circulated through.
- Have a plan in place for rapid and functional engagement with CALD communities in the event of disaster.
- Know the places each community will gather.
- Know who has influence and is trusted.
- Know the vulnerable groups within each community and think about their needs and how they should be addressed.
- Develop good connections with local migrant media and community radio such as Plains FM.

- Have a protocol in place regarding communication via ethnic media.
- Support CALD leaders in disaster response, both emotionally and financially by connecting them with assistance covering reimbursement of expenses (eg. Cellphone use).

Tip 3. Some health and safety messages will apply in many disaster scenarios. Have these in CALD community-friendly forms and ready in the preparedness phase.

- Sound bites in other languages presenting the most commonly needed key messages around water use, water and food preparation, toileting and waste, stay indoors etc. can be prepared and lodged with radio stations, with clear instructions on which should be used in which scenario.
- Any disaster warnings on radio and television must be multi-lingual.
- Have some hard copy fact sheets relating to different disaster scenarios printed in other languages and ready for distribution if needed.

Tip 4. Coordinate the information which goes out to avoid overload, and keep messages simple.

- Number or date translated resources so that out-of-date information can be discarded.
- Repeat key messages and get them out in lots of different ways.

Tip 5. Get information out in a timely manner, tailored to the needs of different communities.

- Ask the community leaders what information they need in translated form.
- While translated information is being prepared, get the message out in plain English.
- Use radio!
- Take meetings to CALD communities – go to where communities are already gathering.

Tip 6. Work collaboratively with other agencies, both central and local government and support service agencies.

- Support each other.
- Share your agency's strengths and resources with others, and make use of what they can offer in return.
- Agencies with bilingual workers are in the best position to get key messages out to communities very quickly. Work together to resource these agencies to do this.
- Make key refugee and migrant support NGOs known to government and aid agencies so they are included in decision making.

Tip 7. Have CALD liaison roles in place before disaster, and utilise their knowledge.

- Have a contingency plan so there is someone to cover this role if needed.

Tip 8. Promote Civil Defence knowledge to CALD communities – for many it is a very foreign concept.

- Refugees and migrants can receive this through ESoL classes for both children and families.
- Support CALD communities in running emergency preparedness workshops and fun events.
- Train people within a community to train others in emergency preparedness.
- Encourage representation of CALD communities on local Civil Defence Welfare Committees
- Provide emergency preparedness information in other languages.
- Support CALD communities to prepare emergency plans. For the few that had these in place or under development at the time of the earthquakes, this made a huge difference in their capacity to respond positively to support their community.
- Involve the community itself in needs assessment.

Tip 9. Getting community radio and ethnic media up and running following disaster should be a Civil Defence priority.

Tip 10. Recognise key CALD community gathering places and hubs as key recovery centres and resource them as such.

Tip 11. Treat CALD community members with respect.

Tip 12. Avoid over-reliance on web-based information. Have it available in hard copy also.

Tip 13. Always ensure databases of CALD leaders / community members / service clients and contact details are kept updated, in hard copy, and at multiple locations to ensure accessibility of information following disaster.

Some of the tips put forward relating to specific agencies.

- Civil Defence should promote the existence of translated information on its website, by putting out flyers about this in other languages and have a page promoting this in other languages in the phone book.

- Civil Defence information could be part of the Department of Immigration's refugee and migrant induction pack.
- EQC should arrange appointments via letter and not just over the telephone without any interpreter service used, following up using Language Line and a face to face interpreting service.
- Neighbourhood Support could be utilised to reach those not engaged in CALD community organisations.
- Ensure language assistance is available when forms need to be completed to apply for grants.
- Recovery Assistance Centres need to have capacity to cater for needs of CALD communities – space for prayer, gender-specific areas, food appropriate to different cultures and religions, Language Line and interpreters.
- The "Hub" CALD civil defence website needs to connect to the Red Cross ReadyNet site.
- Christchurch City Council and its Strengthening Communities Advisers should take a lead role in providing training and support to enhance leadership capacity among CALD communities and sub-communities. In particular, support is needed to develop leadership among women from cultures where females do not traditionally take on this role, and to develop an understanding of democratic decision making processes, and ensure that marginalised groups are empowered.

Advice for CALD Communities Working to Enhance Communication with Key Agencies During and Following Disaster

Agency representatives interviewed offered a range of suggestions to individuals and groups from CALD communities trying to communicate with agencies during and following disaster.

Tip 1. Developing strong leadership

Leaders of CALD communities play a critical role in times of disaster in identifying the needs of their community members and advocating on their behalf to government and support agencies. They also have a vital role in gathering information and passing it on to their community in a way they can understand. In times of disaster and recovery, leaders need to be visionary and to take their role very seriously. They need to be proactive in supporting their community, and working with others within their community and from other agencies to help do this. This is a big responsibility and in some cases, leaders

need to ask for help to grow in this role, and take part in opportunities available to learn to be more effective as a leader.

Tip 2. Reach out to local communities and engage with them

It was suggested that CALD communities will manage better following disaster if they feel connected to the community around them and do not isolate themselves from it. Reaching out to the local community, by inviting neighbours of their meeting places to cultural celebrations, getting to know their own neighbours and connecting with neighbourhood support builds connections that are helpful when disaster occurs.

Tip 3. Develop resiliency and preparedness

- Get the community prepared by talking about emergency planning and preparedness and its importance and offering practical help to do this, with support from Civil Defence if necessary, and in their own language.
- Consider having a civil defence role within the community – someone who can up-skill themselves about disaster management and pass this information on to the community, and be a key contact alongside the community leader, supporting them in times of disaster.
- Promote people's right to an interpreter when dealing with government agencies, and consider ways that CALD community members can request this through use of pre-printed cards etc.

Tip 4. Know who your vulnerable members are and have a plan in place to ensure they are supported

Tip 5. Work in with Government agencies

- Convey expectations to agencies so they can adjust the way they work with each community.
- Invite key agencies to base a worker at CALD community hubs. Eg. Rewi Alley Chinese Cultural Centre and Christchurch Migrant Centre.
- Let agencies know how they can best reach most of the members of their CALD community.
- Feed into the Hub being developed, providing as much information as possible to help agencies engage with the particular CALD community. Update this regularly.

Tip 6. Build good relationships with the local media

Guidance on How Best Practice Guidelines should be Circulated

It is the intention that before best practice principles are widely distributed, these are sent back to agencies, to the CALD participants and to a much wider range of CALD community organisation and contacts and the opportunity is made for these to be commented on and shaped further. When fully developed, many of the participants wanted the guidelines to be summarised into ideally a one page document which could be utilised on staff intranets, via posters on noticeboards, in training materials and resources.

Suggestions regarding what it needed to look like were as follows:

- It should have a solutions focus and sell the value of making the effort to engage with CALD communities.
- It needs to be linked to government and agency policy so individuals see that it is important.
- It needs the backing of a working party with clout.
- Information within it needs to be easy to understand and act on.
- It would be good to see best practice principles backed up with training.

7. Summary of Findings

A number of the CALD community representatives interviewed as part of the present research were quick to offer praise to local and central government for the response which occurred and which continues to occur to the Christchurch earthquakes. There were definitely shortcomings when it comes to communication and engaging with CALD communities. However everyone acknowledges that the scale of the disaster was enormous, personal impacts significant, and much of the response was designed on the spot by necessity. Good things will arise from the experience, and the learnings, presented in this report and others like it, should be one of them. These learnings are a positive outcome of the earthquakes for Christchurch, but also for other communities in New Zealand and overseas.

The findings of the consultations undertaken align well with recommendations developed for communication with CALD communities elsewhere. They uphold the value of plain English in oral and written form, of easy-to-read text, and of the use of interpreters and translated resources. Most critically, they also highlight the enormous value of CALD – agency connectedness and of cultural competence. If there is one key message that came through in the research above all else it is this:

If you want to communicate well with CALD communities following disaster, don't wait until something really bad happens. Get to know them now – build a relationship with CALD communities based on mutual trust, respect and understanding.

For CALD communities, the key messages which emerged from the consultations related to disaster preparedness and capacity. Communities best able to deal with the earthquakes were those which had undertaken some emergency planning and actively addressed civil defence preparedness, and with strong networks already in place connecting them with key government agencies. They also had strong leadership in place.

A key outcome of the action research project was the development of best Practice Guidelines on communicating and engaging with CALD communities following disaster. Feedback from those consulted suggested that these guidelines need to take the form of a 1-2 page document, supported by a full report. The following is therefore put forward, but as a draft only. It is essential that this go out to a wide range of CALD community groups and stakeholders, as well as to agency representatives so that it can be further shaped. However this process needs to avoid being too drawn-out. Guidelines will be more useful if

they get out to their target audience quickly. No matter how perfect they might end up being, guidelines are useless if they never progress past the consultation phase!

Best Practice Guidelines for Communication with Culturally and Linguistically Diverse (CALD) Communities in Times of Disaster - DRAFT

New Zealand's population is growing more and more culturally diverse. It is in everyone's interests that in times of disaster, agencies do their very best to engage and communicate effectively with everyone, including CALD communities.

If you want to communicate well with CALD communities following disaster, don't wait until something really bad happens. Get to know them now – build a relationship with CALD communities based on mutual trust, respect and understanding.

- **Improve cultural competency within your organisation before disaster strikes.**
  - Train staff to use and promote the use of language interpreters (both face to face and telephone)
  - Encourage and resource the use interpreters
  - Foster diversity within the staffing of the organisation
  - Realistically resource effective communication with CALD communities

- **Develop CALD connections before disaster strikes**
  Put effort into establishing networks with CALD communities before disaster strikes- don't wait.
  - Know the make-up of the community and refresh this knowledge regularly
  - Recognise the resilience and connectedness within CALD communities
  - Know who the key contacts are and how you can best connect with them and support them in the event of disaster
  - Build trust and demonstrate respect
  - Get to know the diversity within each CALD community

- **Have CALD liaison roles in place before disaster, and utilise their knowledge.**

- **Recognise key CALD community gathering places and hubs as key recovery centres and resource them as such.**

- **Coordinate the information which goes out to avoid overload, and keep messages simple.**

- **Get information out in a timely manner, tailored to the needs of different communities.**
  - Ask the community leaders what information they want translated
  - While translated information is being prepared, get the message out in plain English
  - Use radio!
  - Take meetings to CALD communities – go to where communities are already gathering.

- **Work collaboratively with other agencies, both central and local government and support service agencies.**
  - Agencies with bilingual workers are in the best position to get key messages out to communities very quickly - work together to resource these agencies to do this
  - Make key refugee and migrant support NGOs known to government and aid agencies so they are included in decision making

- **Promote Civil Defence knowledge to CALD communities.**

- **Getting community radio and ethnic media up and running following disaster should be a Civil Defence priority.**

- **Avoid over-reliance on web-based information. Have it available in hard copy also.**

- **Always ensure databases of CALD leaders / community members / service clients and contact details are kept updated, in hard copy, and at multiple locations to ensure accessibility of information following disaster.**

Advice for CALD Communities on Communication with Key Agencies in Times of Disaster - DRAFT

New Zealand's population is growing more and more culturally diverse. It is in everyone's interests that in times of disaster, agencies do their very best to engage and communicate effectively with everyone, including CALD communities. CALD communities have enormous capacity also to respond at such times.

- **Be prepared for disaster**
- **Connect with the wider community**
- **Get to know people in key Government departments and the Council**

All these things will help your community get the support you need following disaster. Your community will also feel more connected with the things that happen to rebuild the community after disaster.

There are some things that will help your community let Government and support agencies know what you need following disaster. There are also ways you can support each other better at this time.

- **Develop strong leadership**
  - Leaders need to support their community and make sure others are doing this too. Leaders need to ask for help to grow in this role, and take part in opportunities available to learn to be more effective as a leader.

- **Reach out to local communities and engage with them**
  - Invite neighbours of your meeting places to cultural celebrations and get to know the people who live near you. These connections are helpful when disaster occurs.

- **Develop resiliency and preparedness**
  - Get the community prepared by talking about emergency planning and offering practical help to community members in preparing disaster kits.
  - Consider having a civil defence role within the community – someone who can learn about disaster management and pass this information on to the community. This person can be a key contact alongside the community leader, supporting them in times of disaster.
  - Promote people's right to an interpreter when dealing with government agencies, and help CALD community members to be able to request this.

- **Know who your vulnerable members are and have a plan in place to ensure they are supported**

- **Work in with Government agencies**
  - Let agencies know what you expect so they can adjust the way they work with each community.
  - Invite key agencies to base a worker at CALD community hubs.
  - Let agencies know how they can best reach most of the members of their CALD community.
  - Make sure your community's information is included in CALD emergency databases
  - Let agencies know about the good things you are doing to communicate, connect with and support your own community following disaster. Eg. own language websites, phone trees.

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